



RESEARCH REPORT

Catalog number	99002
Date:	June 9, 1999
Subject:	Juvenile Crime Prevention
To:	David Smith, County Administrative Officer
From:	Sandi Wilson, Deputy County Administrative Officer Chris Bradley, Budget Manager
Prepared By:	Dan Paranick, Senior Budget Analyst Mike Heslin, Budget Analyst

EXECUTIVE SUMMARY

Issue

What have been the early results of the County's investment in juvenile delinquency prevention? How can the County increase its commitment to juvenile crime prevention efforts as recommended by the Citizens Advisory Committee on Jail Planning?

Conclusions

Based on this review of the County's recent attention to juvenile delinquency and the proposed Truancy Prevention Program, OMB concludes that:

- The initial results of the County's investment in programs that target juvenile delinquency have been positive. Referrals have decreased by 8.47%, the number of complaints for violent crimes, felony property, petty theft and drug related offenses have been reduced significantly, and the zip codes that were targeted by the Juvenile Probation Department experienced a higher reduction in referrals than the zip codes that were not targeted by funding.
- The proposed Truancy Prevention Program is supported from a national perspective. This review indicates that truancy is a leading indicator of future criminal behavior. It also supports targeting such programs in a community based setting.
- The implementation plan for targeting the delinquency funding has been successful and the proposed plan for further investments in community based truancy prevention programming, similar to that of delinquency funding, are consistent with the goals and objectives of the prevention efforts.
- The measures currently being tracked and monitored for the Delinquency Program and the proposed method of monitoring the effectiveness of the Truancy Program are appropriate when evaluating program performance.

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- The proposed program falls within the intent of the recommendations of the Citizens Advisory Committee on Jail Planning and is consistent with the regional strategies developed and recommended by those participating in the Phoenix Violence Prevention Initiative.
- Based on an evaluation of the early results of the Delinquency Prevention Program, there is a long-term cost benefit realized by continued investments in juvenile crime prevention.
- While the early results of the investment in crime prevention are positive, these types of programs are not mandated. Such programs must be considered and prioritized against other mandated funding needs.

Recommendations

Based on these conclusions, OMB recommends that:

- Consideration be given to funding the Truancy Prevention Program as proposed by the Juvenile Probation Department during the FY 1999/00 budget process.
- The Juvenile Probation Department continue to evaluate, monitor, and report the short and long-term results of the direct investments in juvenile crime prevention related programs.
- The Juvenile Probation Department continue to identify effective prevention programs and methods for reducing crime and seek appropriate funding sources to implement these programs in efforts to reduce the more costly long-term sanctions, particularly the need to reduce the number of hard beds needed as reported by the Citizens Advisory Committee on Jail Planning.
- The Juvenile Probation Department continue to work with other County departments and local jurisdictions in efforts to develop regional strategies to prevent crime and reduce long-term system-wide costs.

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What have been the early results of the County's investment in Juvenile Delinquency Prevention? How can the County increase its commitment to juvenile crime prevention efforts as recommended by the Citizens Advisory Committee on Jail Planning?

Background

Maricopa County is not directly mandated to provide for crime prevention programs. The County's mandated responsibilities lay primarily with administering justice through the court system and providing for a continuum of diversion, detention, and probation sanctions that are imposed following criminal behavior. However, it has been generally concluded and accepted through numerous national and local studies on crime prevention that having a measurable effect on reducing the number of juveniles who commit crimes on the "front end" of the continuum can result in avoiding the more costly sanctions that must be imposed on the "back end" of the continuum.

In order to provide for safer streets and to avoid long-term costs and additional detention space needs, the Citizens Advisory Committee on Jail Planning, in consultation with a group of national criminal justice system experts, recommended that County leadership consider increasing its commitment to innovative programs aimed at prevention, intervention, and detention services that many communities in the country are finding to be successful in reducing delinquent behavior. The objective of the recommendation is to reduce the number of juveniles who enter into a life of crime and draw from the limited resource pool needed to fulfill the County's mandated responsibilities. The Committee concluded that investing in crime prevention could result in a less costly justice system over the long-term and lead to a more responsive and efficiently operating justice system for taxpayers. Most importantly these "front end" investments can assist in moving forward in implementing long-term strategies to achieve the ultimate goal of providing for safer cities, neighborhoods, and streets throughout Maricopa County.

Currently, Maricopa County invests resources directly and indirectly through various prevention-related programs. The County Attorney's Office, the Sheriff's Office, the Superintendent of Schools, the Courts, and the Human Services Department all have programs that are directed at providing both educational and life skill opportunities for adults and juveniles which assist in efforts to reduce crime and recidivism. Most of the direct investment in crime prevention programs is administered by the Juvenile Probation Department. Programs offered by the Department include Parenting classes, the Treatment Alternative Program, Anger Spoken Here, the Success Program, the Safe Schools Program, and the Juvenile Delinquency Program.

One of the more recent direct investments aimed at juvenile crime prevention has been the Juvenile Delinquency Program. The Board of Supervisors approved \$225,000 in funding for the Juvenile Delinquency Program for FY 1997/98 and FY 1998/99. The total investment over the two-year period has been \$450,000. To date, \$229,763 has been allocated to sixteen prevention programs. The funding has been directed toward collaborative community based programs, including neighborhood associations,

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schools, police agencies, and businesses within a twenty zip code area where juvenile delinquency and referrals have been most prevalent. This report summarizes the initial results of these investments based on information and input provided by Juvenile Probation Department staff.

In addition to the funding for juvenile delinquency programming, \$25,000 was also directed to support the Phoenix Violence Prevention Initiative, which includes the participation of several County policy leaders. This regional effort, which is a joint partnership between the City of Phoenix, the Arizona Supreme Court, the Greater Phoenix Leadership, the Maricopa County Attorney Office, Maricopa County and the Morrison Institute for Public has developed and promoted regional, intergovernmental, and private-public partnership crime prevention strategies within Maricopa County. It supports that early investments in preventing crime in community based settings can serve as an effective mechanism toward ensuring public safety, controlling the juvenile and adult crime populations, and avoiding long-term system-wide costs.

In order to achieve some of these objectives and to increase the system's "front end" investment, the Juvenile Probation Department has requested \$195,000 to fund Truancy Prevention Programs throughout the County. According to the Department, truancy is viewed as one of the gateway offenses to delinquent orientation. Similar to the disbursement of monies under the Delinquency Program, the Department proposes allocating the \$195,000 among the top thirteen targeted zip codes in the County where there is a high truancy rate. The Department indicates that combining the efforts of the Delinquency Programs with an increased investment in truancy prevention is an effective method of preventing and reducing crime in the County.

Discussion

The following discussion will review the early results of the Delinquency Prevention Program and validate the expected outcomes of an enhanced investment in programs that prevent truancy.

Delinquency Prevention Review

Funding for the Delinquency Prevention Programming was provided during FY 1997/98 and FY 1998/99. These funds have been allocated to local non-profit organizations, school districts, and neighborhood groups with the top 20 zip codes for juvenile referrals. To date, sixteen programs have been funded through these awards. The targeted programs impacted 5,124 juveniles, of which 3,496 were considered at-risk-youth.

The following tables provide data for the number of referrals reported from each of the twenty zip codes targeted by the Juvenile Probation Department. The "pre-delinquency" row provides the number of referrals for a six-month period prior to the awarding of the monetary awards, the "first award" row provides the number of referrals

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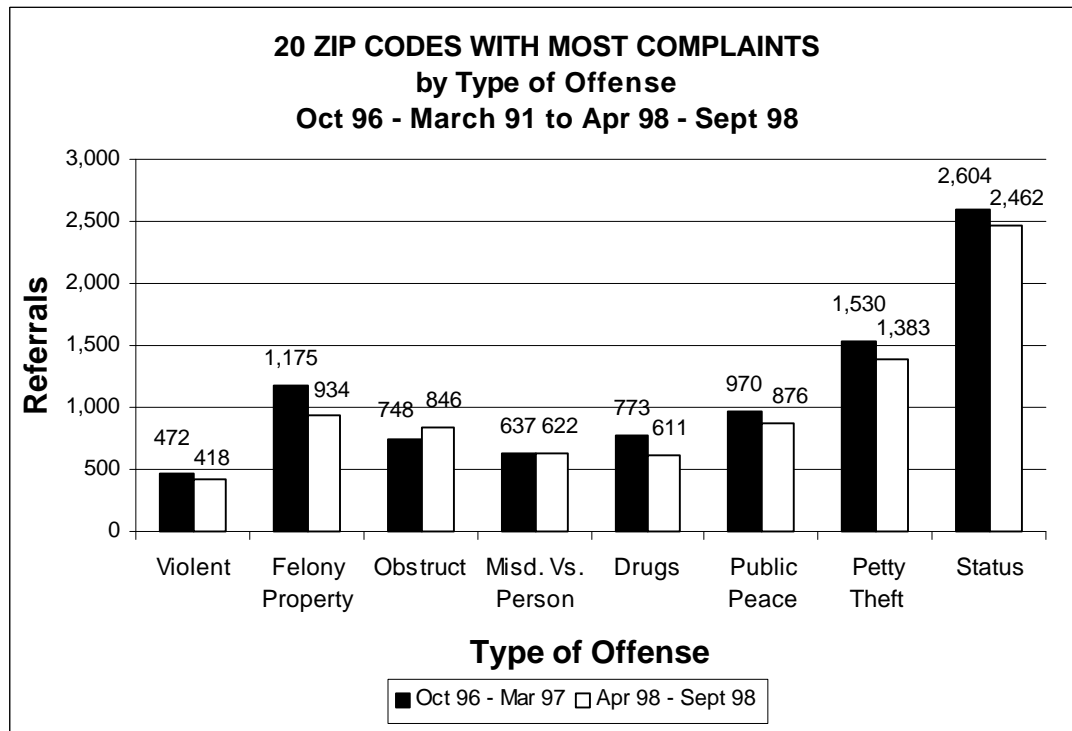
for a sixth month period following the initial award, and the “second award” row provides the number of referrals for a sixth-month period following the second allocation of funding. The “% change” rows compare the percentage change in the number of referrals among the three six-month periods that were evaluated.

JUVENILE DELINQUENCY PREVENTION PROGRAM REFERRELS FROM TOP 20 TARGETED ZIP-CODES											
PERIOD	ZIP CODE										Total
	85051	85283	85225	85017	85345	85023	85031	85006	85015	85032	
PRE-DELINQUENCY (OCT 96-MAR 97)	312	317	348	342	413	378	357	371	394	361	
FIRST AWARD (OCT 97-MAR 98)	293	300	336	330	362	368	368	408	401	406	
SECOND AWARD (APR 98-SEP 98)	276	280	318	336	267	318	318	339	334	411	
% CHANGE (OCT 96-MAR 97 TO OCT 97-MAR 98)	-6.09%	-5.36%	-3.45%	-3.51%	-12.35%	-2.65%	3.08%	9.97%	1.78%	12.47%	
% CHANGE (OCT 97-MAR 98 TO APR 98-SEP 98)	-5.80%	-6.67%	-5.36%	1.82%	-26.24%	-13.59%	-13.59%	-16.91%	-16.71%	1.23%	
% CHANGE (OCT 96-MAR 97 TO APR 98-SEP 98)	-11.54%	-11.67%	-8.62%	-1.75%	-35.35%	-15.87%	-10.92%	-8.63%	-15.23%	13.85%	
	85201	85401	85204	85008	85035	85301	85033	85009	85224	85040	
PRE-DELINQUENCY (OCT 96-MAR 97)	431	369	413	450	569	585	584	657	656	715	9,022
FIRST AWARD (OCT 97-MAR 98)	401	406	430	425	504	623	710	738	685	682	9,176
SECOND AWARD (APR 98-SEP 98)	400	458	400	403	479	493	615	566	649	598	8,258
% CHANGE (OCT 96-MAR 97 TO OCT 97-MAR 98)	-6.96%	10.03%	4.12%	-5.56%	-11.42%	6.50%	21.58%	12.33%	4.42%	-4.62%	1.71%
% CHANGE (OCT 97-MAR 98 TO APR 98-SEP 98)	-0.25%	12.81%	-6.98%	-5.18%	-4.96%	-20.87%	-13.38%	-23.31%	-5.26%	-12.32%	-10.00%
% CHANGE (OCT 96-MAR 97 TO APR 98-SEP 98)	-7.19%	24.12%	-3.15%	-10.44%	-15.82%	-15.73%	5.31%	-13.85%	-1.07%	-16.36%	-8.47%

While sometimes difficult to draw conclusions so early, the initial results are positive. The total number of referrals, calculated in the lower right hand portion of the table, indicate that the Juvenile Court received 9,022 total referrals prior to the first award, 9,176 referrals for the sixth month period following the first award, and 8,258 referrals following the second award. **When comparing the percentage change for the initial six-month period to the sixth-month period following the second award, the total number of referrals decreased by 8.47% in the twenty targeted zip codes.**

The following graph charts the number of referrals of the targeted zip codes by type of offense. This evaluation allows for an overview of the specific types of crimes that are being effected by the overall reduction in referrals in the twenty targeted zip codes. Again, the chart compares the number of referrals for the six-month period prior to the first award with a sixth-month period following the second award.

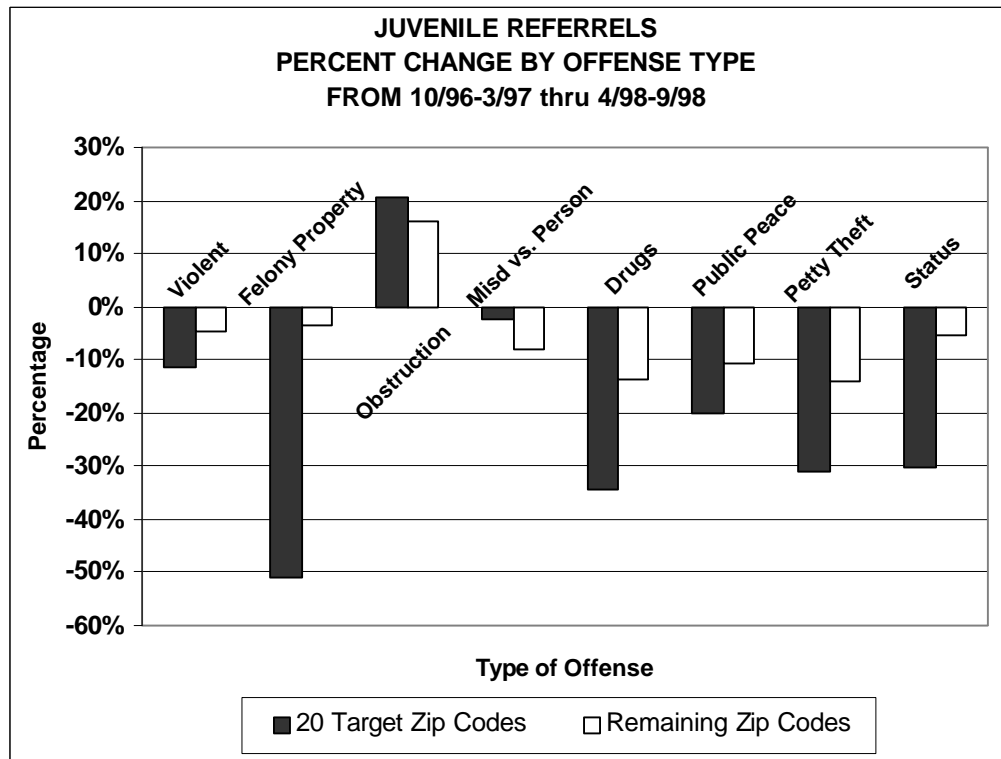
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The data collected indicates a reduction of 65 referrals for violent offenses, a reduction of 241 referrals for property crimes, a reduction by 162 for drug-related offenses, and a reduction of 147 for petty theft. Obstruction related offenses include violations of probation and contempt of court referrals. The majority of these offenses are for violations of probation and it is generally felt that consequences for such violations should be actively pursued. **Aside from increases in obstruction related crimes, all of the areas evaluated experienced a reduction in the number of complaints, with the largest reductions reported for violent crimes, felony property, petty theft, and drug related offenses. These results point to early program success.**

The next graph is critical to the evaluation. It charts and compares the number of referrals from the twenty targeted zip codes to the remaining zip codes within Maricopa County that were not targeted for the sixth-month period prior to the awards with the sixth-month period following the awards.

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While both areas witnessed an overall reduction in number of referrals by type of offense, the results indicate that those zip codes that were targeted for delinquency prevention funding witnessed a greater decrease in the number of referrals to the Juvenile Court than the other zip codes within the County that were not targeted.

Based on the data reviewed and explained in the previous tables and charts, and excluding any other factors or variables that may have had a measurable impact on this reduction, it is reasonable to conclude that the initial investments made by the County has had a positive impact on reducing delinquent behavior among juveniles. It is also reasonable to conclude that this reduction has led to a general cost avoidance or benefit to the County, reviewed further in this report.

Summary of National Review of Truancy Prevention

In addition to the delinquency funding already provided, the Juvenile Probation Department is seeking funds to distribute to various community-based programs that combat truancy. In general, there are a host of prevention related programs from which to consider. The goal of targeting funding is to focus on attributes that are believed to lead to future criminal behavior and implement programs that work to offset these types of behaviors. According to a study conducted by the Department of Justice's Office of Juvenile Justice and Delinquency, and further supported by other literature reviewed, truancy is considered a leading attribute or indicator of future criminal behavior.

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According to a review of truancy intervention by a group of professors at Colorado State University, "Other studies report findings that truancy is associated with juvenile and adult deviance including drug and alcohol abuse, criminal behavior, marital problems, violent behavior, loitering and vandalism." In addition to these findings on truancy, a growing list of studies indicated that collaborative community based programs are most effective in preventing crime.

In response to the national perspectives that recommend targeting truancy in a community based setting as one of the preferred alternatives in preventing crime, the Juvenile Probation Department has proposed an investment in programs that target truancy throughout the County. **The national perspective supports that truancy is a leading indicator of future criminal behavior and that the most effective method of preventing such behavior is in a community based setting. It is believed that this approach can be among the most effective in increasing public safety and reducing the long-term fiscal impact on the County.**

Proposed Truancy Prevention Program

The requested funding for the proposed truancy prevention effort will target the top thirteen zip codes that had the highest truancy rate for the 1997 school year. The Juvenile Court will coordinate a request for proposal process and consider the programs that appear to be the most effective in decreasing truancy rates among at-risk-youth. Thirteen grants will be awarded at \$15,000 each based on the scope of the program and community collaboration. The total cost to implement the effort is \$195,000.

If approved, direct investments in truancy programming will effectively compliment the delinquency funding that continues to be provided. The total investment by Maricopa County in these two areas, including the \$450,000 that has already been provided, will total \$645,000 over the two year period, FY 1997/98 and FY 1998/99.

Estimated Cost Avoidance/Benefit

The following discussion evaluates the estimated cost avoidance that could be realized by the initial investment in delinquency prevention and the proposed investment in truancy prevention. The following table provides detailed cost avoidance analysis on the sixteen programs that have already been funded and the thirteen programs that could be funded through an additional allocation. It includes detail on the amount of funds allocated, the total number of youth impacted, the number of at-risk-youth impacted, the number of youth that were diverted from the system as a result of the early results of the delinquency programming, the projected number of youth that could be diverted through truancy prevention if it meets comparable results, the estimated cost of a diverted youth, and the total estimated cost avoidance. This analysis assumes that 60% of at-risk-youth will come into contact with the juvenile or adult

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criminal justice systems. It also assumes that a diverted youth will save the system \$25,000 over the life of the juvenile based on an extensive cost study on crime prevention. The \$25,000 figure, used for the purposes of this analysis, is the estimated average cost incurred by the criminal justice system for a juvenile that comes into contact with the system over his or her lifetime.

Estimated Cost Avoidance (Current Delinquency Prevention, Proposed Truancy Prevention, and Total of Both Programs)											
Funding Recipient	Funding Allocation	Funding Expended	Total # of Juvenile Impacted	Total # of At-Risk Youth Impacted	Cost of Program Per Participant	Pre - Program Est. # of At-Risk-Youth who enter Program (60%)	Post Program Est. # of at Risk Youth Entering System (52%)	Est. Reduction in # of At-Risk Youth Entering System	Est. Cost Per Juvenile over life spent in System	Estimated Cost Avoidance if Goals are Achieved	
City of Glendale	\$ 11,321	\$ 11,321	90	78	\$ 126	47	41	6	\$ 25,000	\$ 144,679	
Constitution Elementary	14,500	14,500	864	518	17	311	269	41	25,000	1,021,500	
Epworth United Methodist	10,000	9,398	100	66	100	40	34	5	25,000	122,602	
Foothills Elementary	7,500	7,500	56	56	134	34	29	4	25,000	104,500	
Granada East School	10,400	10,400	1,033	1,033	10	620	537	83	25,000	2,055,600	
Lindbergh Elementary	21,498	21,396	300	300	72	180	156	24	25,000	578,604	
Lonfellow Elementary	15,000	14,545	1,370	160	11	96	83	13	25,000	305,455	
Mesa United Way	14,000	14,000	15	15	933	9	8	1	25,000	16,000	
Nevitt School	15,000	15,000	89	89	169	53	46	7	25,000	163,000	
Osborn School											
District	15,000	7,213	17	10	882	6	5	1	25,000	12,787	
Prehab	25,000	25,000	387	387	65	232	201	31	25,000	749,000	
Rites of Passage	15,000	15,000	79	60	190	36	31	5	25,000	105,000	
Vista Verde School	15,000	15,000	599	599	25	359	311	48	25,000	1,183,000	
Wake Up (7 schools)	15,000	14,031	60	60	250	36	31	5	25,000	105,969	
Wake Up (3 schools)	15,000	14,633	50	50	300	30	26	4	25,000	85,367	
Wake Up (1 school)	10,544	8,128	15	15	703	9	8	1	25,000	21,872	
Subtotal	\$ 229,763	\$ 217,065	5,124	3,496	\$ 42	2,098	1,818	280	\$ 25,000	\$ 6,774,935	
Proposed Truancy Programs	\$ 195,000	\$ 195,000	4,612	3,136	\$ 42	1,882	1,631	251	\$ 25,000	\$ 6,076,776	
Total	\$ 424,763	\$ 412,065	9,736	6,632	\$ 42	3,979	3,449	531	\$ 25,000	\$ 12,851,711	

Using the data provided, assuming an 8.5% decrease in the number of referrals based on the early results of the delinquency programs, it is estimated that the number of juveniles diverted could result in a long-term cost avoidance of \$6,774,935. The same success rate with an initial investment of \$195,000 in truancy prevention could result in an estimated cost avoidance of \$6,076,778. Both of these estimates assume that the at-risk-youth that are diverted from the system as a result of such programs will not

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enter the system at a later point. The total estimated long-term cost avoidance of these investments is estimated at \$12,851,711.

While the previous analysis assumes an 8.5% reduction in the number of referrals based on the early results of the delinquency programming, the Juvenile Probation Department has a much higher long-term goal of diverting 30% of the at-risk-youth that participate in these programs. The following table presents a cost avoidance based on different levels of success in diverting youth from the system.

Range of Estimated Cost Avoidance if Various Goals Achieved								
Goal Reduction (%)	Funding Allocation	Total # of Juvenile Impacted	Total # of At-Risk Youth Impacted	Pre - Program Est. # of At-Risk- Youth who enter Program	Post Program Est. # of at Risk Youth Entering System	Est. Reduction in # of At-Risk Youth Entering System	Est. Cost Per Juvenile over life spent in System	Estimated Cost Avoidance if Goals are Achieved
5% Reduction	\$ 412,065	9,736	6,632	3,979	3,648	332	\$ 25,000	\$ 7,877,795
8.5% Reduction	\$ 412,065	9,736	6,632	3,979	3,449	531	\$ 25,000	\$ 12,851,711
10% Reduction	\$ 412,065	9,736	6,632	3,979	3,316	663	\$ 25,000	\$ 16,167,655
15% Reduction	\$ 412,065	9,736	6,632	3,979	2,984	995	\$ 25,000	\$ 24,457,515
20% Reduction	\$ 412,065	9,736	6,632	3,979	2,653	1,326	\$ 25,000	\$ 32,747,375
25% Reduction	\$ 412,065	9,736	6,632	3,979	2,321	1,658	\$ 25,000	\$ 41,037,235
30% Reduction	\$ 412,065	9,736	6,632	3,979	1,990	1,990	\$ 25,000	\$ 49,327,095

Based on data used in this cost analysis, the rolling scale indicates that with increased rates of success in diverting youth from the system significant long-term cost saving can be achieved if the programs continue to be effective in preventing crime.

Outcomes/Results

In order to monitor the success of these programs, similar to the data provided for the delinquency effort, the Juvenile Probation Department will continue to provide program measurement data that can be used to evaluate both the short and long-term success of continued direct investments in juvenile crime prevention. A qualitative component will be included that evaluates the communities feeling considering the efficacy of the programs in providing for the enhancement of the school or the community.

Conclusions

Based on this review of the County's recent attention to juvenile delinquency and the proposed Truancy Prevention Program, OMB concludes that:

- The initial results of the County's investment in programs that target juvenile delinquency have been positive. Referrals have decreased by 8.47%, the

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number of complaints for violent crimes, felony property, petty theft and drug related offenses have been reduced significantly, and the zip codes that were targeted by the Juvenile Probation Department experienced a higher reduction in referrals than the zip codes that were not targeted by funding.

- The proposed Truancy Prevention Program is supported from a national perspective. This review indicates that truancy is a leading indicator of future criminal behavior. It also supports targeting such programs in a community based setting.
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- While the early results of the investment in crime prevention are positive, these types of programs are not mandated. Such programs must be considered and prioritized against other mandated funding needs.

Recommendations

Based on these conclusions, OMB recommends that:

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implement these programs in efforts to reduce the more costly long-term sanctions, particularly the need to reduce the number of hard beds needed as reported by the Citizens Advisory Committee on Jail Planning.

- The Juvenile Probation Department continue to work with other County departments and local jurisdictions in efforts to develop regional strategies to prevent crime and reduce long-term system-wide costs.

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